

Message Text

PAGE 01 NATO 05190 01 OF 02 281332Z

41

ACTION EUR-25

INFO OCT-01 ISO-00 ACDA-19 IO-14 OIC-04 AEC-11 OMB-01

USIE-00 CIAE-00 PM-07 INR-10 L-03 NEA-10 NSAE-00

PA-04 RSC-01 PRS-01 SPC-03 TRSE-00 SAJ-01 INRE-00

AECE-00 H-03 NSC-10 SS-20 DRC-01 SSO-00 NSCE-00 /149 W

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INFO AMEMBASSY BONN PRIORITY

AMEMBASSY LONDON PRIORITY

AMEMBASSY VIENNA IMMEDIATE

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S E C R EST SECTION 1 OF 2 USNATO 5190

E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: OCT 26 DISCUSSIONS ON NEW US DATA

VIENNA FOR USMBFR DEL.

REF: (A) STATE 209532, (B) STATE 211409, (C) STATE 207835

(D) STATE 211408, (E) USNATO 5178

SUMMARY: MBFR WORKING GROUP (WG) REACHED AGREEMENT DURING MORNING OCTOBER 26 MEETING TO ALLIED AND US MANPOWER FIGURES IN NATO GUIDELINES AREA (NGA), AS WELL AS NATO/WARSAW PACT (WP) TANK FIGURES. NO AGREEMENT COULD BE REACHED ON PRESENTING TO SPC FIGURES ON TOTAL SOVIET FORCES AND NON SOVIET WARSAW PACT (NSWP) FORCE LEVELS, BECAUSE NEW US DATA STILL CONFLICTED WITH NOW CONSOLIDATED, NATO TOE CONFERENCE AGREED FIGURES ON THESE DATA ELEMENTS. SAME APPLIES FOR REF. D FIGURES ON HUNGARY TABLED BY US REP. DURING MEETING. IN AFTERNOON SPC MEETING US REP. SOUGHT AGREEMENT TO ROUND FIGURES STILL IN DIS-
SECRET

PAGE 02 NATO 05190 01 OF 02 281332Z

AGREEMENT. WE WILL NEED FURTHER GUIDANCE TO RECONCILE OUTSTANDING DISCREPANCIES BETWEEN US AND TOE CONFERENCE DATA FOR TUESDAY, OCT. 30 WG MEETING. WE ALSO NEED GUIDANCE AS TO FLEXIBILITY IN DESCRIB-
ING NUMBER OF TOTAL PACT FORCES IN NGA FOR MONDAY, OCT 29 SPC

MEETING. END SUMMARY.

1. DURING MORNING OCT. 26 MBFR WG MEETING, CHAIRMAN (MINTER) CIRCULATED MILSTAM DRAFT MEMORANDUM (SUBSEQUENTLY WITHDRAWN BECUASE OF FOOTNOTING OMISSIONS) SETTING FORTH NEW CONSOLIDATED TOE CONFERENCE FIGURES WHICH NOW INCORPORATED SUPPORT FORCES AND NON-DIVISIONAL MANPOWER. THESE FIGURES, IMS INTELLIGENCE REP. POINTED OUT, DERIVED FROM MC 224 DRAFT REPORT FOR LINE UNITS, WITH TOTAL STRENGTHS BEING DRAWN FROM MC 161/73. DIFFERENCE BETWEEN TWO WERE THEN CLOSELY CHECKED TO INSURE THAT ALL SUPPORT AND NON-DIVISIONAL UNITS WERE FULLY ACCOUNTED FOR. MEMORANDUM ALSO IDENTIFIED NATO AND WARSAW PACT TANK HOLDINGS WHICH CORRESPONDED SUBSTANTIALLY WITH US FIGURES. FINALLY, MEMORANDUM IDENTIFIED NATO AND US FIGURES FOR MANPOWER IN NGA, WHICH WERE ALSO CLOSE TO US ESTIMATES. SPECIFIC DISCREPANCIES AROSE WITH RESPECT TO SOVIET GROUND MANPOWER FIGURE IN GDR AND IN NSWP MANPOWER LEVELS.

2. RE SOVIET FIGURES, SOME REPS. INDICATED THEY COULD ACCEPT 460,000 AS GENERAL ESTIMATE (SINCE IT STRADDLES TOE DOUBLE OPTION FIGURE), BUT OTHERS POINTED OUT THAT REASON FOR CONVERGENCE IS ENTIRELY COINCIDENTAL. US FIGURE RELIES ON LARGER GSFG ELEMENT, WHEREAS TOE FIGURE INCLUDES SIXTH CZECH DIVISION TO ACHIEVE APPROXIMATE EQUIVALENTS.

3. RE NSWP MANPOWER LEVELS MEMORANDUM IDENTIFIED FOLLOWING DISCREPANCIES IN COMPARING US (COLUMN A) TO TOE CONFERENCE (COLUMNB) FIGURES:

	A	B
GDR	100,000	90,234
POLAND	210,000	189,754
CZECHOSLOVAKIA	155,000	155,139
	465,000	435,527

(TOE AND US ESTIMATES FOR CZECHOSLOVAKIA ARE THE SAME, HENCE AGREED).

4. IN SUBSEQUENT DISCUSSION US REP. MAKE STRONG EFFORT TO SEEK AGREEMENT ON GLOBAL FIGURES PROPOSED REF. A AND DREW FULLY ON SECRET

PAGE 03 NATO 05190 01 OF 02 281332Z

RATIONALE FOR INCREASED US LEVELS OVER TOE CONFERENCE FIGURES, AS SET FORTH REF B. IMS INTELLIGENCE REPS. REBUTTED US REP'S ARGUMENT THAT TOE FIGURES WERE INCOMPLETE, AND WERE SUPPORTED BY SOME NATIONAL REPS. IMS REPS. FURTHER NOTED THAT ALL SUPPORT FORCES WERE NOW INCLUDED IN THE NEW CALCULATIONS SET FORTH ABOVE, AND POINTED TO THE FACT THAT THE TOE CONFERENCE HAD BEEN CHARGED SPECIFICALLY TO TAKE INTO ACCOUNT MBFR REQUIREMENTS IN REACHING AGREED NATO FIGURES. THEY MENTIONED EXISTENCE OF INSTRUCTIONS TO ALL NATIONAL TOE CONFERENCE REPS. WHICH HAD SPECIFICALLY REQUESTED THEM TO TAKE FULL ACCOUNT OF ALL SUPPORT AND NON-LINE UNIT MANPOWER AND EQUIPMENT HOLDINGS. IMS INTELLIGENCE REPS FURTHER STRESSED THAT TOTAL, CONSOLIDATED TOE CONFERENCE FIGURES COULD NOW BE FULLY DEFENDED IN TERMS OF UNIT BREAKDOWNS,

WHEREAS NEW US FIGURES COULD NOT BE CORRELATED TO NOW AGREED NATO DATA BASE. THEY WERE PERPLEXED BY APPEARANCE OF REVISED UPWARD US ESTIMATES AT THIS TIME--GIVEN THAT TOE CONFERENCE HAD JUST CONCLUDED--AND EXPRESSED BELIEF THAT FURTHER EXPLANATIONS FOR NEW US FIGURES WOULD HAVE TO RELATE TO AGREED TOE FIGURES AND NOT BE MERELY AN UPDATE OF US JULY 27 *8&743 , WHICH HAD NO APPROVED NATO STATUS. CONSENSUS RAPIDLY DEVELOPED NOT TO ACCEPT ANY US FIGURES AT THIS TIME WHICH DEPARTED SUBSTANTIALLY FROM AGREED TOE FIGURES. RESULT IS THAT WORKING GROUP COULD AGREE ONLY TO US FIGURE OF 193,000, NATO OVERALL FIGURE OF 777,000, TOGETHER WITH NATO AND WP TANK HOLDINGS OF 6,000 AND 15,500 RESPECTIVELY.

5. IN FURTHER EFFORT TO SEEK AGREEMENT ON ESTIMATED FIGURES REQUIRED FOR AD HOC GROUP USE, AND USING ARGUMENTS IN PARA. C AND B OF REF C., US REP. SOUGHT TO REDUCE REMAINING DIFFERENCES IN NSWP FORCES. HE SUGGESTED THAT DISCREPANCY IN GDR FORCES COULD BE ACCOUNTED FOR AND POLISH DISCREPANCY COULD BE REDUCED FROM EXISTING 22,000 TO APPROXIMATELY 10,000 ON THE BASIS OF US EXPLANATIONS CONTAINED IN REF. C. WORKING GROUP CONCLUDED, THAT

SECRET

PAGE 01 NATO 05190 02 OF 02 281411Z

44

ACTION EUR-25

INFO OCT-01 ISO-00 ACDA-19 IO-14 OIC-04 AEC-11 OMB-01

USIE-00 SSO-00 NSCE-00 INRE-00 CIAE-00 PM-07 INR-10

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S E C R E T SECTION 2 OF 2 USNATO 5190

THEREFORE THAT THEY SHOULD ONLY REPORT "TECHNICALLY VALID" FIGURES TO THE SPC, AND THAT IF INSUFFICIENT RATIONALE COULD NOT BE IDENTIFIED FOR AGREEING TO US FIGURES, SUCH FIGURES SHOULD NOT BE PRESENTED TO THE SPC AS AGREED. WORKING GROUP REPS. FURTHERMORE BELIEVE THAT A CLEAR DISTINCTION SHOULD BE MADE IN REACHING AGREEMENT ON SIX

FIGURES PROPOSED BY US(WHICH MIGHT BE ROUNDED ACCORDING TO POLITICAL REQUIREMENTS FOR THE AD HOC GROUP,) AND THE NEED TO PRODUCE DEFINITIVE AGREED DATA FOR SUBSEQUENT NEGOTIATING REQUIREMENTS. SPC SHOULD BE THE BODY TO REACH DETERMINATIONS AS TO HOW FIGURES SHOULD BE USED AND/OR ROUNDED FOR POLITICAL PURPOSES; THE WORKING GROUP SHOULD STAY WITH ONLY TECHNICALLY SUPPORTABLE DATA, AND REPORT ANY DISCREPANCIES BETWEEN LATTER AND US FIGURES. CHAIRMAN AGREED TO REPORT RESULTS OF WG'S DELIBERATIONS AT THE AFTERNOON SPC MEETING, AND AT US REP.'S URGING TO POINT OUT THOSE FIGURES WHICH HAD BEEN AGREED TO BY THE WORKING GROUP.

6. AT BEGINNING OF AFTERNOON SPC MEETING, WORKING GROUP CHAIRMAN REPORTED ON RESULTS OF WORKING GROUPS'S DELIBERATIONS, AND STATED
SECRET

PAGE 02 NATO 05190 02 OF 02 281411Z

THAT THERE WAS NO AGREEMENT ON THOSE US FIGURES WHICH WERE AT VARIANCE WITH TOE CONFERENCE DATA. WHILE THERE WERE DISCREPANCIES IN NSWP MANPOWER CALCULATIONS, IT WAS TRUE THAT TOAL US AND NATO AGREED FIGURES DIFFERED BY ABOUT ONLY 4 PER CENT. HE ALSO OBSERVED THAT WHILE WG COULD NOT ACCEPT THE 460,000 US FIGURE FOR SOVIET FORCES, IT DID IN FACT STRADDLE THE DOUBLE OPTION TOE ESTIMATE. THERE WAS THUS A BASIS FOR COMPROMISE ON THIS FIGURE IF GENERAL MAGNITUDE ESTIMATED FIGURES WERE CALLED FOR.

7. FOLLOWING WG CHAIRMAN'S PRESENTATION, US SPC REP. RE-CAPITULATED FIGURES AGREED THUS FAR AND NOTED THAT ALLIES SEEM TO BE APPROACHING AGREEMENT ON US PACKAGE. IN VIEW OF NECESSITY TO PROVIDE AD HOC GROUP WITH SOME AGREED FIGURES, HE PROPOSED THAT SPC SEEK INSTRUCTIONS ON ACCEPTABILITY OF ROUNDED FIGURE OF 460,000 FOR SOVIET FORCES AND 925,000 FOR TOTAL PACT FORCES IN THE NGA. IF LATTER FIGURE GAVE DIFFICULTY, HE SUGGESTED ON PERSONAL BASIS THAT REPS. ALSO SEEK INSTRUCTIONS AS TO COMPROMISING TOE AND US FIGURE TO "SLIGHTLY OVER" 900,000, REGARDING THIS AS A ROUNDED ESTIMATE AND INCLUDING SUITABLE PHRASING TO SUGGEST ITS GENERAL MAGNITUDE CHARACTER.

8. ON UNDERSTANDING THAT FIGURES WOULD BE REGARDED AS ROUNDED, APPROXIMATE ESTIMATES, FRG REP. SAID THAT HE COULD ACCEPT 460,000 AND 925,000 FIGURES, WITH THE CAVEAT THAT FURTHER WORK ON ACHIEVING SPECIFIC AGREED FIGURES WOULD PROCEED FORTHWITH IN THE WORKING GROUP AND THE DATA SUB GROUP. BELGIAN REP. STATED THAT NO FIGURES SHOULD BE DISSEMINATED BY ALLIES UNTIL AGREEMENT WAS REACHED ON THEIR SPECIFIC MEANING AND ACCEPTABILITY. HE INDICATED THE APPROXIMATE FIGURES WOULD NOT BE USEFUL TO PUT FORWARD TO SOVIETS, WHO COULD EXPLOIT UNCERTAINTIES AND CONTINUING DIFFERENCES ON DATA AMONG ALLIES. UK REP. WAS GRATIFIED BY UNDERSTANDING THAT FURTHER DETAILED WORK ON DATA WOULD GO ON IN WG, BUT RECOGNIZED NEED FOR SOME INITIAL FIGURES TO BE USED IN NEGOTIATIONS PRIOR TO DEVELOPMENT OF MORE EXPLICIT AND FULLY AGREED DATA. HE COULD THEREFORE AGREE WITH U.S. REP'S PROPOSALS ON ROUNDED FIGURES.

9. U.S. REP CONCLUDED DISCUSSION BY NOTING THAT ALLIES APPEARED

TO BE CLOSE TO SOME FORM OF AGREEMENT ON TENTATIVE FIGURES, AND SUGGESTED IF NECESSARY APPROPRIATE LANGUAGE BE DEVELOPED TO PROTECT THEM AGAINST BELGIAN OBJECTION. HE NOTED SUPPORT FOR HIS PROPOSALS AND URGED DELS RECOMMEND TO CAPITALS THAT SPC
SECRET

PAGE 03 NATO 05190 02 OF 02 281411Z

AGREE ON THEM AT MEETING MONDAY, OCTOBER 29.
SPC AGREED TO THIS PROPOSAL.

10. IN WG CONTEXT, IT IS CLEAR THAT ALLIES WILL NOT BUDGE FROM TOE FIGURES UNTIL US CAN PROVIDE ADEQUATE EXPLANATIONS AS TO DIFFERENCE BETWEEN THEM AND NEW US PROPOSED FIGURES. FURTHER WORK IN MBFR WG WILL BEGIN OCTOBER 30 TO REACH ALLIED AGREEMENT ON FIGURES, AND WE THEREFORE NEED TO KNOW SPECIFIC DIFFERENCES BETWEEN US AND TOE ESTIMATES FOR GSFG AND INDIGENOUS GDR AND POLISH FORCES. WE DO NOT YET KNOW TOE ESTIMATES FOR HUNGARY, BUT WILL REPORT APPARENT DISCREPANCY SEPTEL. ESSENTIAL BROADER REQUIREMENT IS TO SHOW HOW US ESTIMATES DIFFER FROM TOE CONFERENCE FIGURES, AND NOT JULY 27 US FIGURES. PROBLEM MAY REQUIRE PRESENCE OF DATA EXPERT FROM WASHINGTON IN DUE COURSE IF WE CANNOT ACHIEVE EARLY AGREEMENT.

11. WITH RESPECT TO REACHING AGREEMENT ON A SET OF MORE GENERAL FIGURES REQUIRED FOR AD HOC GROUP, WE NEED GUIDANCE FOR OCTOBER 29 SPC MEETING AS TO WHETHER WE CAN DESCRIBE FIGURES AS PROVISIONAL IN THE SENSE THAT THEY ARE SUBJECT TO CONTINUING ANALYSIS. FURTHER, AND SHOULD THIS BE NECESSARY, CAN WE AGREE TO IDENTIFY NSWP FORCES AS APPROXIMATELY, OR SLIGHTLY IN EXCESS OF 900,000? WE ASSUME THAT GUIDANCE ON ALLOWING US TO COMPROMISE GSFG FIGURE TO 355,000 (IF NECESSARY) CONTINUES TO HOLD (PER PARA. 5, REF.C). WE WILL ALSO DRAW ON STATE 21155 AS NECESSARY.
RUMSFELD

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